

# Report



## Cabinet Member for Streetscene

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### Part 1

Date: 27 December 2018

**Subject** Waste Strategy Review

**Purpose** To respond to recommendations from the Overview and Scrutiny Committees recommendations on the waste strategy review and seek Cabinet Member approval to implement a range of measures.

**Author** Waste and Cleansing Service Manager

**Ward** All Wards

**Summary** The Overview and Scrutiny Committee has examined proposals for meeting the Council's statutory recycling targets and made a range of recommendations to the Cabinet Member. Officers have considered these recommendations, carried out consultation with the public and presented amended proposals

**Proposal** That the Cabinet Member:

1. Notes the responses to the Overview and Scrutiny Committee recommendations.
2. Approves the implementation of a ban on disposal of recyclable and compostable waste in domestic rubbish bins.
3. Approves the restriction of residual waste capacity for domestic properties in line with the majority of other Welsh Authorities, by introducing a reduced bin size of 120litre for all domestic properties with five or fewer residents.
4. Introduces a new engagement and enforcement team to provide assistance and monitor to ensure all residents segregate their waste correctly.
5. Approves work to develop a second Household Waste Recycling Centre in Newport.
6. Approves the development of recycling focused commercial waste collections.

**Action by** Head of City Services

**Timetable** Immediately

This report was prepared after consultation with:

- Head of Finance
- Strategic Director – Place
- Head of Law and Regulatory Services
- Head of People and Business Change

**Signed**

## Background

1. The Welsh Government set out its overarching strategy in relation to Waste in 'Towards Zero Waste – One Wales: One Planet strategy in 2010'. The document aims to set out Wales' long term framework of waste management and resource efficiency and states that Wales will have zero residual waste by 2050 through a gradual approach of set recycling targets. The table below outlines the current statutory intermediate targets;

Target on waste collected by LAs	2012/13	2015/16	2019/20	2024/25
Minimum overall recycling	52%	58%	64%	70%

2. Recycling targets are statutory under the Waste (Wales) Measure 2010, and if not met, carry a £200 per tonne fine. Based on around 70,000 tonnes per annum of municipal waste, this equates to £140K per 1% under target for each year we are under the target. WG are shortly to consult on a substantial increase in the level of fines.
3. As some Local Authorities are now hitting the 70% target, the Welsh Government is looking at the phasing of the next set of targets, with an 80% target likely to be set for 2035. The UK government has also signed up to the EU Circular economy package (CEP) and so the Welsh targets will need to rise anyway. Although the CEP recycling target is 65%, this excludes rubble and Incinerator Bottom Ash (IBA) and so it equates to around a 75% target.
4. The Welsh Government established the 'Collaborative Change Programme' (CCP) in 2011 to support Local Authorities to hit the targets around waste management and recycling by developing a business plan with mid and long term actions. The aim of the programme is to review all waste services, come up with options and model different scenarios to develop alternatives and a proposed plan to ensure the recycling targets are met. This would then serve as the basis to approve a new Waste Strategy document detailing actions to meet the recycling targets over time.
5. In 2014, Newport failed to meet its statutory targets and agreed to get support from the CCP in exchange for the waiving of fines. Under this programme, Newport City Council Officers have been working with Welsh Government and WRAP since 2015 to review the Council services, analyse all the different options available and come up with a tailored proposal that would ensure the Council meet the set targets and avoid the imposition of fines.
6. This review was driven by several factors:
  - I. The need to improve the recycling performance, by defining medium to long term options and actions as a continuation of the previous Waste Strategy.
  - II. The need to establish a new Waste Strategy was also a recommendation from the Wales Audit Office (WAO) as a result of their waste services audit conducted in 2015/2016
  - III. Financial pressures: Since 2001/2002 the Welsh Government have provided additional support to local authorities to move to higher diversion recycling services in the form of the Sustainable Waste Management Grant (£2,600,303 awarded to NCC in 17/18). This is a top up to cover the cost of service transition and investment. However the underlying principle is that once implemented, high diversion recycling is more cost effective than the status quo and so the grant will be phased out.

## CCP work, findings and proposal

7. The work under the CCP programme, carried out between 2015 and 2017, covered all areas of waste production, but focused on the three most significant components of recycling rate:

- Domestic kerbside collection
  - Household Waste Recycling Centres
  - Commercial Waste
8. A Cost benefit analysis was carried out to compare different scenarios based on financial costs, environmental impact and recycling performance. After considering and evaluating different alternatives for each area, five different scenarios were modelled. Based on the recycling performance it would achieve, favourable financial position and the positive impact on environment and employment, the clear recommendation was:
- Reduction of residual waste by introducing three weekly collection cycles
  - Construction of a second Household Waste Recycling Centre
  - Commercial waste service for separated material streams
9. It was estimated that the proposals for the three areas combined would be generate a 9% increase in recycling rate and savings of £4.3M by 2025. A final business plan was produced, setting out why change is required and including recommendations, potential impacts and an action plan for implementation of the recommended scenario.

### **Scrutiny Review**

10. All reports with the findings and recommendations from the CCP process, including the Cost-Benefit Analysis and the Business Plan, were presented to the Overview and Scrutiny Management Committee for analysis and recommendations. A Policy Review Group was established and a recommendations report presented to the Cabinet Member for Streetscene in May 2018
11. Main recommendations include:
- I. To support the development of an additional Household Waste Recycling Centre.
  - II. To support the recommendations for trade waste recycling
  - III. To not support the introduction of three weekly residual waste collections
  - IV. To request further work on flats recycling
  - V. To consider undertaking a short consultative exercise on why people do not recycle

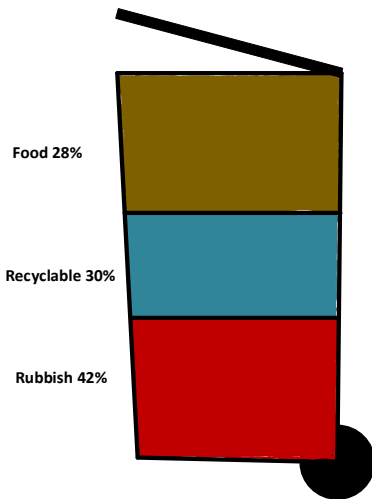
In summary, the Policy Review Group recommended a partial introduction, but excluded the proposed changes to the frequency of domestic residual waste collections. Recommendations I to III are addressed as part of the main proposal included in this report, whilst specific responses to recommendations IV and V can be found in appendix 1

However, unless the Council reduces the amount of residual waste collected, it will fail to meet its statutory recycling targets, facing additional cost pressure of £6.5m because of increased operational costs and fines. This fact was recognised by the PRG recommendations report as it stated that without introducing three weekly collections, the Council would not be in a position to reach the necessary targets for recycling, would be subject to the associated fines from the Welsh Assembly and would not be able to fund extra costs linked to the developing the other recommended activities. As such, officers were unable to proceed with the recommendations as a cohesive strategy.

### **Revised Proposals**

12. Following the report from Scrutiny, the Cabinet Member requested that officers develop alternative proposals for domestic collections to assist the Council in meeting the statutory recycling targets and avoid the additional, significant cost pressures associated.
13. Over half of all the waste in Newport comes from domestic kerbside collections. The majority of residents in Newport have a 180 litre wheeled bin, yet a recent composition analysis showed that

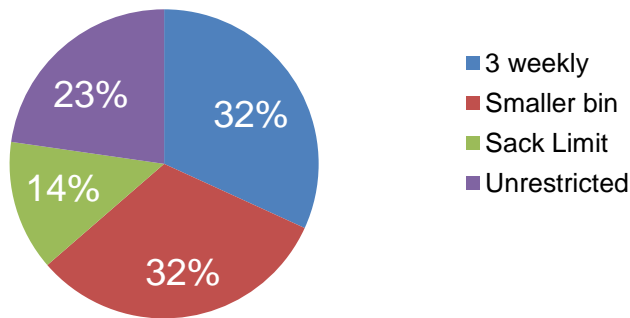
58% of this bin was full of recyclable materials, as can be seen in the diagram bellow. This illustrates that the recycling collection services are being underused.



14. To date the majority of Welsh Councils either have implemented or are in the process of implementing residual restriction. There are three main solutions for restricting residual waste.

- **Reduced Frequency** – Residual collections have been reduced to three weekly in Anglesey, Gwynedd and Powys, and four weekly in Conwy, others are planning to follow.
- **Small Bins** – Small bins have been introduced in Torfaen, Merthyr Tydfil, Cardiff and RCT amongst others.
- **Sack Limit** – Two sack limits have been introduced in Monmouthshire, Vale of Glamorgan and Bridgend.

**Welsh residual collections configuration**



15. The reintroduction of single use sacks would mean major alterations to the existing refuse fleet (as they are equipped with bin lifts and are not optimum for sack collection) and the ongoing provision of sacks, which would incur high costs. This would also go against our plastic free declaration of intent. As such, the preferred alternative solution is the introduction of smaller bins. Whilst this will not be as cost effective as reduced frequency collections, results elsewhere indicate that impact on recycling rate would be similar.

16. The introduction of smaller bins will be carried out alongside a ban on the disposal of recyclable materials in the residual waste bins. A new dedicated education and enforcement team will be created to monitor compliance and explain to residents how the new system will work. The team will have the power to issue fines for non-recycling, though this will only be done after assistance has been provided and warnings have been ignored. Details of the new domestic waste and recycling policy can be found in appendix 2

## Financial Summary

17. The different documents issued as part of the CCP review (full documents available from the Service Area, and summary documents included as appendices of the Waste Strategy Policy Review Group Report), highlight the modelling and the cost benefit analysis of the initial proposals and recommendations in the areas of commercial waste collections and Household Waste Recycling Centres.
18. There would be a capital cost of developing a new HWRC, initial estimations are also included in the reports, but a business case with specific details will be submitted for approval once details on location etc. are defined and a final proposal is put forward for consideration.
19. The revised proposal for changes to the domestic waste collections implies a capital cost of £1.25M and revenue savings of £680k per year. This is due to reduced disposal costs, increased recycling income and avoided financial penalties
20. The implementation of engagement and enforcement team will result in a cost of £157K per year and is to be funded for 2 years via invest to save.

## Risks

Risk	Impact of Risk if it occurs* (H/M/L)	Probability of risk occurring (H/M/L)	What is the Council doing or what has it done to avoid the risk or reduce its effect	Who is responsible for dealing with the risk?
Lower than expected recycling tonnage leads to target failure	H	L	Design communications campaign to be delivered with changes Include extra resources- engagement and enforcement activity to deal with issues linked to incorrect recycling/excess waste	Waste and Cleansing Service Manager
Lower than expected material income due to changes in market	H/M	L	Basket price included in calculations in line with actual prices-on the low end of the table	Waste and Cleansing Service Manager
Increased in flytipping or excess and side waste	M	M	Extra resources for 2 years – engagement and enforcement team, to deal specifically with issues derived from incorrect segregation of waste	Waste and Cleansing Service Manager

## Links to Council Policies and Priorities

The Wellbeing of Future Generations Act (2015) sets out in legislation how the Council must work towards improving the environmental wellbeing of Wales. This Act states that the Council should take into account long term and preventative measures when decision making. The issue of recycling and waste is covered within the Council's wellbeing objective 2 - To promote economic growth and regeneration whilst protecting the environment, action 10 – Increase household recycling and divert waste from landfill.

The Corporate Plan 2017 – 2022. *Modernised Council* – A new Household Waste Recycling Centre is built as part of a new Love Newport deal with residents on waste, recycling and community pride.

## Options Available and considered

### Option 1:

- To note the revised proposals for the Waste strategy and approve the implementation of a cap on domestic residual waste for properties with five or fewer residents.
- To restrict residual waste capacity for domestic properties by introducing 120 litre wheeled bins for fortnightly collection of non-recyclable waste only
- To establish a new waste education and enforcement team to support the residual waste cap
- To work to develop of a second Household Waste Recycling Centre in Newport
- To develop of recycling focused commercial waste collections

Option 2: Not to progress with some or any of the proposal

## Preferred Option and Why

Option 1, that the Cabinet Member agrees to the changes proposed in commercial waste collections, HWRC and domestic waste collections, to enable the council to meet statutory recycling targets

## Comments of Chief Financial Officer

The proposal identifies a number of one off costs and recurring savings, all of which are included within the budget.

## Comments of Monitoring Officer

The proposed Waste Strategy is in accordance with the recommendations of the Scrutiny review and will assist the Council in meeting recycling targets and avoiding landfill fines. The proposals have been the subject of public consultation and the impact of the changes in waste collection arrangements have been the subject of a fairness and equality impact assessment. Therefore, the Council has complied with its general duties in terms of public engagement and having due regard to its public sector equality duty under section 149 of the Equality Act. The proposals are also consistent with the Council's corporate plan and well-being objectives under the Well-Being of Future Generations Act. The specific provisions for reduced bin sizes and for legal enforcement in relation to the nature of the household waste being collected are in accordance with the Council's powers under the Environmental Protection Act 1990.

## Comments of Head of People and Business Change

If the Cabinet Member accepts Option 1 of this report then there will be, potentially, positive staffing impacts. The creation of a Waste Education and Enforcement Team may enable the Council to offset the staffing impacts of budget reductions elsewhere and there is a requirement for the Service Area to assess the availability of suitable staff from within the redeployment pool or from those who are 'at risk.' Following this, the Service Area would be free to recruit through a fair and transparent recruitment process, in line with NCC policy.

Under Well-being Objective 2 (To promote economic growth and regeneration whilst protecting the environment) Action 10 (Increase household recycling and divert waste from landfill) the Council makes specific reference to improvements as detailed within the report. The decision being sought also supports the broader commitments included within the Corporate Plan.

## Comments of Non-Executive Members

### Councillor R White:

It is not long ago that 240 litre green bins were replaced by 180 litre bins. What is the cost of replacing these again with 120 litre bins and is it financially cost effective? What happens to the 180 litre bins once they have been replaced?

No mention is made regarding recycling materials collected on litter picks and from litter bins. On litter picks I have attended there appears to be a high proportion of recyclable material as I suspect there is in litter bins. Does this go straight to landfill?

How clean do items recycled have to be. For example foil used for cooking which cannot be cleaned and paper tissues used when people have colds or which are used for wiping up spills?

Response from Cabinet Member:

The Council can confirm that the change to smaller bins is cost effective. The financial impact of the introduction of smaller bins is a saving of £680K per year when compared to the status quo. The older bins will be recycled or reused.

Litter represents less than 1% of the total waste arisings, part of this is recycled and the rest currently goes to incineration. We are working on segregating litter at source and have carried out a composition survey to inform our future plans.

Residents are asked to present clean items for collection to avoid spillages etc., however items such as described can still be recycled (foil in the cans& plastic stream, soiled tissues in the food waste caddy)

Councillor M Evans:

I wish to strongly object to the introduction of smaller waste bins which I believe will have a similar effect to introducing three weekly collections which has been ruled out by the Council.

There are a number of occasions when my recycling containers are full particularly with cardboard so the Council should consider spending some of the capital costs it is allocating for smaller bins on this instead.

I am disappointed this is going out for consultation the week before Christmas and would like to know the reason for this?

I am also concerned about the potential for an increase in fly tipping and general litter dropped. The report mentions this can be addressed by a communications and engagement campaign and better enforcement, but admits the previous one wasn't very successful and prosecutions have reduced last year.

Finally I am extremely uneasy about using primary school children to justify this implementation, and to say that "only 3-5 % of children showed confusion about what can be recycled " is totally misleading and unethical.

Response from Cabinet Member:

Over 50% of the waste set out in bins should have been placed into recycling containers. The reasons for the introduction of smaller bins are spelt out in the report, and whilst a residual capacity reduction by reducing the size of bins will, hopefully, have a similar effect as 3 weekly residual collections, in terms of making certain types of waste (those that can be recycled) to be put into recycling containers instead of the residual wheelie bin, it does not represent a change in the service provided: all recyclable materials will keep being collected on a weekly basis, which, if we see an increase in the recycling tonnage as expected, will mean, in practical terms, that residents make use of a better, more frequent collection service, whilst the non-recyclable items will keep being collected fortnightly. 17 councils in Wales have already introduced residual restrictions, many of them by limiting the amount that can be collected on a fortnightly basis (including Monmouthshire, Torfaen, Bridgend and Vale of Glamorgan).

Residents who need additional recycling capacity can request additional recycling containers, and there is a provision in the proposal to ensure enough availability of these containers.

The Council has been working on a new strategy over the past two years, and full consultation with members was carried out through Scrutiny Committee and the report from the Policy Review Group, as described in this report. A consultation with residents has also been undertaken in November 2018. This

report has been issued as soon as the consultation with residents has finished, so it could capture the resident's views, meaning it could have not been issued earlier. However, this is a key document and the Councils needs for a strategy to be in place as soon as possible, especially seeing that the statutory recycling targets will increased to 64% from April 2019.

Based on the numerous councils who have already implemented residual restrictions there is little correlation between fly tipping and reduced residual volume. In fact some evidence suggests an inverse correlation. However, to help residents cope with the changes and avoid excess waste and litter in the earlier stages, the proposal also includes the creation of an engagement and enforcement team.

As mentioned in the report, communications and engagement campaigns have a short-lived impact when they are not coupled with operational changes, which is what evidence from previous campaigns shows. However, any type of change needs to be coupled with an effective communications campaign to ensure residents are aware of the changes and get all the support they may need. Also, this was one of the recommendations of the scrutiny committee report.

Prosecutions are not always linked to better enforcement, and success of changes and a good communications campaign need to be measured in terms of recycling performance and increase of recycling material collected.

The consultation undertaken covers all types of residents, and a total of over 6,000 residents have taken part via questionnaire. However, the decisions we take or do not take on the environment impacts most on the future generations, and as such, it is important to understand the views of young people, who would have to deal with the financial and environmental consequences of this generations policy's. This is the main reason why activities with children have been included when gathering views on recycling and impact of different activities.

#### Councillor J Watkins:

I am fully supportive of the push to increase recycling rates being an avid recycler myself, more support and education to increase the rates is needed including a strong push to reduce unnecessary packaging all Local Authorities should pursue a strong voice with regard to the amount of excessive packaging which exists.

The Authority fairly recently reduced the size of bins for the collection of household rubbish does this strategy plan to reduce them further? If so that would result in substantial pressure on families yes to recycle but also to risk an increase in fly tipping which would be in the interest of no one.

Monitoring should form part of a sensible process including initially warnings followed ultimately by fines but should be conducted fairly given there is sometimes confusion as to what can and cannot be recycled.

#### Response from Cabinet Member:

Current bins in use are 180l and were rolled out in 2013. Proposed change to 120l bins will help move some of the recyclable material still present in the refuse bins to the recycling stream. To ensure people know where all different types of waste need to be placed a wide communications campaign will be in place, and a specific engagement and enforcement team will be in place to provide information and support to those who may struggle – this will also target excess and side waste. Main aim is to help residents, with fines only being used for those who, after receiving information and assistance, still fail to correctly segregate their waste.

#### Councillor Fouweather:

I understand the need to increase recycling and avoid Welsh Government fines is important. However I am concerned that the introduction of smaller bins for household waste is not the way forward.

Many families of four just about manage with the current size bins and this is after recycling practically everything that they can. A family of four is not a large family and I believe that the introduction of smaller bins will make life difficult for these people who are already doing their best.



It seems incredibly unfair that residents who recycle are now being punished for those who do not. Would it not be better to conduct an operation with Waste savers to identify which areas of the City and which residents are not recycling and challenge them using enforcement if necessary. This would avoid the cost of introducing smaller bins and coupled with education for those residents might well produce the results that you desire.

There is also a real risk of increased fly tipping from those that don't recycle and those that do will be forced to make trips to the landfill site to dispose of the waste that they cannot fit into the smaller bin which actually cancels out any gains that you would make as waste would still be going to landfill. It is my view that you need to rethink this proposal and find a better solution that does not force smaller bins onto residents.

#### Response from Cabinet Member:

Other proposals have been considered and modelled, and members consulted via Scrutiny Committee. After 3 weekly collections were discarded, this is the only alternative that will ensure the Council is in the position to increase its recycling performance significantly so the statutory targets are met and the imposition of fines avoided. More than 50% of the contents of the residual bins can be recycled, as the results on waste composition show. Also, responses from our recent consultation with residents show that, although a majority of residents recycle, many admit they do not recycle everything they could, and about 20% state they do not recycle their food waste. This proposal will target people who do not recycle or could do more, and there are mechanisms in place to ensure the right capacity is allocated to residents with different needs. Also, the engagement and enforcement officers are available for visits so they can provide the right support based on specific circumstances.

Results from implementation in other Local Authorities show there is no direct correlation between residual restriction and increased flytipping, although generation of excess and side residual waste during the initial stages of the roll out can happen – this will be addressed by the engagement and enforcement team as stated earlier. The aim of this proposal is to encourage people to recycle more by segregating their waste correctly. Keeping recyclables separate, by placing them in a container collected weekly from the kerbside is significantly easier than making an additional car journey to the Landfill Site.

### **Local issues**

N/A

### **Scrutiny Committees**

The final report of the Policy Review Group was presented to the Overview and Scrutiny Management Committee at its meeting on 16 November 2017. The Committee endorsed the findings of the group.

### **Equalities Impact Assessment and the Equalities Act 2010**

A Fairness and Equality Impact assessment has been carried out to fulfil the requirements linked to the Equalities Act 2010 and the Wellbeing of Future Generations Act 2015.

The full report has been sent together with this report for consideration.

The Equalities Impact Assessment shows that most of the protected groups will not be affected by the proposed changes; however, it's been identified that elderly residents and people with restricted mobility may benefit from having smaller, lighter residual bins. Potential negative impacts on families with children and people with health problem, who generate extra waste (nappies, hygiene waste) will be counteracted by the Council continuing with its policy of allowing extra capacity to residents who meet the policy's requirements.

There is a general positive impact on all residents due to the increase in HRWC facilities; this will especially favour those who reside on the Eastern part of the city.

### **Children and Families (Wales) Measure**

N/A

## **Wellbeing of Future Generations (Wales) Act 2015**

The proposal will enable the Council to have a proper strategy in place that will map out a sustainable way to increase recycling performance. This is linked with other essential aspects of the waste hierarchy and will ensure the viability of activities linked to reuse projects or work with community groups already under way, contributing to healthier, more prosperous and resilient communities. By generating local employment and favouring circular economy will also contribute to a more prosperous Wales.

More detail on how the proposal will address the sustainable development principle can be found in the FEIA report.

## **Crime and Disorder Act 1998**

N/A

## **Consultation**

N/A

## **Background Papers**

Welsh Government – Towards Zero Waste

Minutes of the Overview and Scrutiny Management Committee – 26 July 2017 and 16 November 2017

Cabinet Member Decision – Scrutiny Waste Strategy Policy Review Group Final Report 9 May 2018

CCP review reports

**Dated: 27 December 2018**

## APPENDIX 1

### Considerations regarding Scrutiny proposals

#### Recycling in flats

The Policy Review Group Recommendations report asks for further work to be done in flats areas. However, there are several factors to consider:

- Areas with communal refuse collections always have lower recycling rates as there is no ability to restrict residual, and they also have lower than average waste arising.
- Even if Newport may have higher concentration of flats areas than other Councils, flats only make up approximately 9% of the properties in Newport, and tonnage collected from flats only amounts to 5% of the total recycling tonnage collected at the kerbside
- There is no evidence to suggest that flats collections in Newport is worse than other authorities.

These factors combined mean that, even if the recycling significantly increased in flat, the impact on the overall recycling rate for Newport would be of little help in meeting targets, whilst any activity to be implemented to enable increased recycling would involve extra costs. So whilst recognising it is important to ensure recycling is consistent across the city, further significant investment in flats would be very unlikely to have a noticeable benefit in terms of costs or recycling.

It should also be noted that £134,000 have been invested over recent years to improve recycling facilities and collections for flats in Newport, and another £110,000 is planned for this financial year.

#### Education and consultation

The Policy Review Group Recommendations report suggests additional resources should be dedicated to education. This proposal has been examined, but results from other campaigns and studies across the UK suggest education campaigns, even if needed to raise awareness and support behaviour change, do not have a big enough impact on recycling performance and would not result in a change of the scale needed in this instance. **It is important to note that at 60% the recycling rate in Newport is already higher than almost every other City in the UK.** No authority has increased recycling levels from such a high baseline through an education process, and it is widely accepted that education only helps to support recycling and has only been effective when dealing with very low base levels.

Furthermore, Newport has already carried out extensive education work. In 2016, a targeted door knocking campaign was carried out across the city, with special focus on food waste recycling. With a total expenditure of £100,000, the impact on recycling rate was small and not maintained.

As a result, the need for education/engagement campaigns is accepted, but not as standalone solutions to increase the recycling performance, but as supporting elements of operational changes – this way they will contribute to reinforce the message and provide advice and support to residents to understand the changes and enable participation.

The Policy Review Group also recommended undertaking a short consultative exercise on why people do not recycle. It should be noted that WRAP (Waste and Resources Action Programme) receives funding from the Government to undertake surveys at local authority level every year, and those results can be used to evaluate attitudes towards recycling; more information can be found here <http://www.wrap.org.uk/content/recycling-tracker-report-0>. In any case, social views towards recycling tend to make people overstate their behaviour when surveyed, so recommendation is to use data from surveys only as supplementary information.

However, we have also carried out a further consultation that involved a survey on recycling:

- Via our buses wifi service (survey available to buses wifi users from 17/12/2018 to 12/11/2018), 5,212 participants

- Via an online survey (available in the Have your Say council website from 29/10/2018 to 23/11/2018), 1,076 participants
- Via engagement with schools on recycling (visits to schools as part of the education programme with Wastesavers, from 19/11/18 to 04/12/2018), 13 primary schools in Newport

This consultation has been carried out to gather information on the current waste services usage, attitude towards recycling, main issues people encounter when trying to recycle and also views on service change. The opinions of Newport residents have been taken into account when undertaking the Fairness and Equality Impact Assessment that has been issued together with this report.

## APPENDIX 2

### Proposed domestic waste collection service

A. The following default capacity for residual waste will be provided to residents, on a fortnightly basis:

- 120 litre for homes with 5 or fewer people
- 180 litre for homes with 6 to 7 people
- 240 litre for homes with more than 8 people

Larger bins will only be provided when residents can demonstrate they are recycling all materials that can be recycled or composted.

B. A ban on the following materials being placed in non-recyclable bins will be applicable:

- Paper
- Card
- Plastic bottles, tubs and trays
- Glass bottles
- Cans, tins and aerosols
- Food waste
- Garden waste
- Batteries
- Electrical items

C. Recycling containers and collection frequency will remain unchanged: weekly collection of:

- Blue box: paper, electrical items, textiles
- Green box: cardboard and glass
- Red bag: cans and plastics
- Brown caddie: food waste

Existing support services (assisted collections, provisions for nappies and hygiene waste) will also remain unchanged.

Residents found to be placing items listed above in the non-recyclable bin will face a fine, after enough warning and information and support have been provided.

Key to successful implementation will be a dedicated engagement and enforcement team for the first two years to help residents adjust: issues with contamination in the recycling material and excess/side waste are expected to happen during the initial period after implementation. Unless there are mechanisms in place to ensure these issues are controlled, it may lead to failure to increase the recycling tonnage and to increased litter/flytipping incidents. For this reason, coupled with the main proposal, increased resources have been included to enable proper enforcement activity; this will enable teams of engagement and enforcement officers to monitor the waste collections and identify and monitor areas where residents are not segregating their waste correctly. The officers could engage with residents to explain what materials need to be segregated and how to do it, and the ban on disposal of recyclable material will enable the officers to apply enforcement action (issue of fixed penalty notices and, potentially, judicial action) if issues are not resolved, with recycling essentially becoming compulsory across Newport.

The proposed system to monitor and control the correct segregation of waste is as follows:

- All residents will be provided with information on the recycling scheme, receptacles available and what goes where as part of the communications campaign linked to the smaller bins roll out

- Once smaller bins are in place, the Council will monitor usage of bins and recycling containers by using a traffic light system: those residents who have overflowing residual bins or side waste will get a green sticker in their bin and/or a letter warning them that the amount of residual waste is excessive and correct segregation of all recyclable materials is needed, but their bin will be emptied.
- If this happens a second time, an amber warning will be issued, their bin will not be emptied and an engagement officer will visit the property to provide face to face advice and issue an advice letter.
- Were this to happen a third time, a red warning will be issued, the bin will not be emptied and the engagement and enforcement officer will issue a statutory notice under Section 46 of the Environmental Protection Act. Subsequent breaches of this notice will carry a Fixed Penalty Notice of £100

Should residents living in households of +6 people genuinely recycle 100% and still produce more waste, then a larger bin will be supplied.

# Fairness and Equalities Impact Assessment (FEIA)

Version 3.6 May 2017

The purpose of this assessment is to provide balanced information to support decision making and to promote better ways of working in line with equalities (Equalities Act 2010), Welsh language promotion (The Welsh Language (Wales) Measure 2011), sustainable development (Wellbeing of Future Generations (Wales) Act 2015), and the four parameters of debate about fairness identified by the Newport Fairness Commission (NFC Full Report to Council 2013).

**Completed by:** Silvia Gonzalez-Lopez                      **Role:** Waste and Cleansing Service Manager

**Head of Service:** City Services                      **Date:** 07/12/2018

**I confirm that the above Head of Service has agreed the content of this assessment**

**Yes**

**When you complete this FEIA, it is your responsibility to submit it to**  
impact.assessments@newport.gov.uk

## **1. Name and description of the policy / proposal being assessed. Outline the policy's purpose.**

Waste Strategy – the proposal includes a number of the activities to be implemented to enable Newport City Council to meet the statutory recycling targets, both short and long term, and covering all the different elements of the waste services: household collections, household waste recycling centres and commercial waste

The proposed activities are to continue with fortnightly domestic residual collections with smaller bins and ban disposal of recyclable materials, to build a second Household Waste Recycling Centre and to commission third party commercial recycling collections.

## **2. Outline how you have/ will involve stakeholders who will be affected by the policy/proposal**

As part of the Waste Strategy's approval process:

- Elected members have been engaged, as a proposal to create a Policy Review Group who could analyse the options considered and proposals under the Waste Strategy was presented to the Overview and Scrutiny Management Committee – as a result, the PRG issued a report that was presented to the relevant Cabinet Member for consideration
- Residents have also been engaged, by undertaking a consultation on recycling via a survey including questions on service usage and views on different service options, so the Council could get information about the residents' situation and opinion. Engagement with schools has also been included

**3. What information/evidence do you have on stakeholders? e.g. views, needs, service usage etc. Please include all the evidence you consider relevant.**

As stated above, consultation with residents has been done via a survey on recycling and engagement with schools. Information on the residual waste produced by Newport residents is also available after a compositional analysis exercise was undertaken by Welsh Government in 2015.

Results from the consultation and the compositional analysis are attached below.



RECYCLING SURVEY  
- RESULTS REPORT.p



NCC Waste  
composition analysis-

In essence, there is a clear recognition of the need to improve recycling, and information indicates a significant percentage of the population could do more to recycle or recycle more material, with close to half of participants stating they could manage if measures to restrict residual capacity were introduced. The responses evidence an overuse of the residual bin over the recycling streams, especially food waste, in line with the results of Newport's residual waste compositional analysis, that shows 58% of the waste in the residual bin is recyclable material.

More information on what can be recycled and availability of recycling containers is needed, and there is support for the Council issuing fines for non-recyclers and for the Council to provide support to residents by reviewing the content of their bags with them. There are also concerns about a potential increase in flytipping and litter if restrictions are implemented, all of which can be addressed by developing a communications and engagement campaign, with dedicated officers that can provide support and, if need be, make use of enforcement powers.

Usage of HWRC is high but on an occasional basis, and there is room for doing a review of current operations to consider opening times or a ban for non-residents

There is also wide support for a littering campaign and to actively issue Fixed Penalty Notices to offenders.

Also, as part of Wastesavers' (the appointed contractor for domestic recycling collections in Newport) schools programme, a recycling workshop has been carried out to engage with Newport's pupils on recycling in general and the collection system in use in Newport in particular, so they could also be included as part of the consultation with residents.

A total of 12 primary schools have been visited between 19 November and 5 December, with a total of 841 pupils taking part in the activity.

The full report is available from Wastesavers, but main outcome of the activity was:

- 99% of children surveyed concluded they could recycle more and 50-60% thought they needed a smaller bin as by recycling more the one they used in class would be empty.
- Only 3% - 5% showed confusion about what can be recycled.
- Although pupils identified the food waste and correctly segregated it, 20-25% of pupils do not currently recycle food at home




## 4. Equalities and Welsh language impact

Protected characteristic	Impact:			Provide further details about the nature of the impact in the section below. Does it: 1. Promote equal opportunity 2. Promote community cohesion 3. Help eliminate unlawful discrimination/ harassment/ victimisation?
	Positive	Negative	Neither	
Age	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	Most of the proposed changes will not have an impact on any specific age group: commercial collections will not impact on residents, additional HWRCs will just mean additional facilities are available so it will be a benefit for residents but not for one group age over another, and change to smaller bins will not change the service provided in terms of materials collected, frequency etc. so again no specific impact over an age group.
Disability	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There is no actual change to the services provided to residents, and the assisted lift service for people who are unable to move their bin for collection will keep being in place, so no overall impact It has been identified however that people with certain health issues may struggle with the residual waste restriction due to the additional hygiene waste potentially being generated by them. However, the Council already has mechanisms in place to allow residents who meet the requirements to get additional capacity (by delivering a bigger bin) and this service will continue in the future, with the corresponding monitoring activities in place. On the other hand, having smaller bins, that will be lighter and therefore easier to manage, may benefit some people from the older age groups as they tend to have more mobility issues, making it easier for them to present the residual bins for collection
Gender reassignment/ transgender	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	N/A
Marriage or civil partnership	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	N/A
Pregnancy or maternity	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	It has been identified that families with young children may struggle with the residual waste restriction due to the additional nappy waste potentially being generated by them. However, the Council already has mechanisms in place to allow residents who meet the requirements to get additional

Protected characteristic	Impact:			Provide further details about the nature of the impact in the section below. Does it: 1. Promote equal opportunity 2. Promote community cohesion 3. Help eliminate unlawful discrimination/ harassment/ victimisation?
	Positive	Negative	Neither	
				capacity (by delivering a bigger bin) and this service will continue in the future, with the corresponding monitoring activities in place. Questions about this (nappy etc. collections) have specifically been included in the residents' consultation.
<b>Race</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	N/A
<b>Religion or Belief or non-belief</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	N/A
<b>Sex/ Gender Identity</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	N/A
<b>Sexual Orientation</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	N/A
<b>Welsh Language</b>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	As this policy proposal does not impact how the service is administered, there is no anticipated impact on the Welsh language provision of this service, which is already compliant with Welsh Language Standard

## 5 How has your proposal embedded and prioritised the sustainable development principle in its development?

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? Describe how.
 <p>Long Term</p> <p>Balancing short term need with long term needs</p>	<p>The main purpose of the Waste Strategy is to provide long term solutions and a clear direction of travel for the Council to sustainably improve its recycling performance. It is a strategic document that will provide the correct frame for more specific actions and activities that can be planned and implemented both short, medium and long term</p>
 <p>Collaboration</p> <p>Working together to deliver objectives</p>	<p>A number of partners and external organisations, including Welsh Government, WRAP, WLGA and experts in the waste industry have been part of the process follow to produce and analyse the different proposals considered and the final proposal included for consideration. Benchmarking with other Local Authorities in Wales has also been carried out, to ensure consistency and best practice are being actively pursued, and initiatives to work in collaboratively are always considered – a range of side projects have also been carried out whilst developing the waste strategy</p>
 <p>Involvement</p> <p>Involving those with an interest and seeking their views</p>	<p>Main stakeholders are Newport residents and local businesses:</p> <ul style="list-style-type: none"> <li>– Residents have been involved via consultation on recycling options, and also through involvement of elected members in the options proposal. A wide communications campaign to ensure they keep being informed, and face to face assistance, will also be arranged</li> <li>– As for businesses, the Council currently has a collection service with very limited recycling options – by developing a proper recycling collection service, the existing customer will benefit from an improved service and the Council will also be able to offer a comprehensive collection package to new customers</li> </ul> <p>Additionally, linked to the proposals included in the waste strategy, the council has undertaken a survey amongst businesses in the city centre to determine their preferences and needs linked to waste collections.</p>
 <p>Prevention</p> <p>Putting resources into preventing problems occurring or getting worse</p>	<p>The aim of the waste strategy is to find solutions that work for Newport and ensure plans are in place for a preventative and proactive approach, to avoid reactive solutions that do not address the root causes. Recycling has much to do with behaviour so service changes need to be coupled with regular communications – this will need to continue in the future to ensure issues with behaviour and performance keep being identified and solved.</p>

Sustainable Development Principle	Does your proposal demonstrate you have met this principle? Describe how.
 <p>Considering impact on all wellbeing goals together and on other bodies</p>	<p>In relation to the Well-being Goals, the decision to have a waste strategy in place is based on the need to meet the recycling targets set by WG but it goes beyond that as it is a platform to ensure the right approach is used and sustainability is key. The proposals being considered take recycling performance into account, but in a wider sense environmental benefit and impact on local employment are also considered, which contributes to a more prosperous and resilient Wales and favour employment opportunities. Within the strategy, underlying principles to follow the waste hierarchy, favouring waste reduction and reuse, and a circular economy based on local recycling outlets also play a part in this by promoting economic growth. Moreover, work with community groups and initiatives such as reuse projects for people in need are already supported by the council, and ensuring these projects can be maintained in time by providing stability to the waste services via a waste strategy will contribute to maintain cohesive communities.</p>

**6 Will the proposal/policy have a disproportionate impact on a specific geographical area of Newport?**

The proposal to build a second HWRC will be positive for all residents in a wide sense as it will mean additional facilities are available; however, it will be more beneficial for those residents who live closer to the new facility. At the moment, the only HWRC is located on the West side of Newport, so proposal for the new site is to locate it on the East side – this way there will be balance across the city and driving times for those people residing on the Eastern part of the city will be reduced as a result.

The proposal to move to smaller residual bins will be implemented evenly across the city, however those areas that, in general terms, have lower participation in terms of recycling may initially struggle the most until people adjust to correctly segregating their waste. However, as services provided and frequency of collections will not change, and with weekly collection of all recyclable containers and no restriction imposed on the recyclable waste, there will not be a negative impact. The engagement officers will be able to provide any additional support needed by some residents.

**7 How does the proposal/policy relate to the parameters of debate about Fairness identified by the Newport Fairness Commission**

The 4 parameters of fairness have been considered in relation with this proposal:

- Equal treatment while recognising difference: although the change to smaller bins will be applied to all residents in Newport, we do recognise that not all are the same, and engagement officers will be employed so the Council is able to provide additional advice and support to residents who initially struggle with correct segregation of waste.

- Mutual obligations between citizens and LA: householders have the obligation to follow Council instructions and ensure correct segregation of waste, and in return the Council needs to provide the right services to ensure residents can dispose of their waste in the right way, and follow the waste hierarchy to comply with legislation and statutory targets – prevention and reuse, then recycle, with disposal as last option. With this proposal the Council is making sure those principles apply and focus is on recycling over disposal, at the same as ensuring the right services are available to residents (weekly recycling collections, increase of HWRC facilities)
- Reciprocity and interdependency within relationships: there is a clear interdependency between the council services and our residents' behaviours – the Council's performance is only as good as the individual performance of its residents is, and at the same time residents are dependent on the Council to provide services to enable them to recycle, and to provide additional services for those with special needs (e.g. assisted collections or additional provisions for nappy/hygiene waste) and keep residents informed of the services, options and obligations. Having proper communications is relevant too so the Council needs to ensure adequate communications channels are in place.
- Transparency and accountability: by undertaking this assessment we are being open and transparent about the council policies and their impact on the communities; we have involved elected members in the approval process and also undertaken wider consultation with residents, including schools. There will be a city-wide communications campaign to inform residents about the changes to the household collections and also dedicated engagement officers will be in post so they engage on an individual level with those residents who may find it difficult to adjust to the changes.

## **8 Taking this assessment as a whole, what could be done to mitigate any negative impacts of your policy and better contribute to positive impacts?**

A policy on nappy and hygiene waste is already in place but it will be reinforced to ensure people who qualify can make use of the service to dispose of this additional waste stream, and that correct monitoring mechanisms are in place.

A city-wide communications campaign will be carried out during the months before and during roll out to smaller bins, to ensure all residents receive enough information about the changes and how to segregate their different waste types correctly.

A team of dedicated engagement officers will be employed to monitor the roll out and assist residents who initially have issues with excess and side residual waste.

## **9 Monitoring, evaluating and reviewing**

How and when will the impact of the proposal/ policy be monitored and reported on?

The Council's recycling performance will be monitored by performance indicators PAM/030 (percentage of waste reduced, recycled and composted) and PAM/043 (Kilograms of residual waste generated per person), based on the information available in

the national waste database Waste Data Flow) – result in terms of recycling performance will allow the Council to determine if they meet the statutory targets, and a decrease in the amount of residual waste generated will also show how correct segregation of waste is in place.

Performance will be monitored on a quarterly basis and results will also be presented to the Performance Scrutiny Committee for member’s review. Performance will also be discussed at Waste Board meetings and regular briefing meetings with the relevant Cabinet member. Regular updates to residents will be available via the Council’s website and social media.

In addition, the engagement and enforcement team will need to monitor the collections service to identify correct segregation of waste. The proposed system is as follows:

- All residents will get information on the recycling scheme, receptacles available and what goes where as part of the communications campaign linked to the smaller bins roll out
- Once smaller bins are in place, the Council will monitor usage of bins and recycling containers by using a traffic light system: those residents who have overflowing residual bins or side waste will get a green sticker in their bin and/or a letter warning them that the amount of residual waste is excessive and correct segregation of all recyclable materials is needed, but their bin will be emptied.
- If this happens a second time, an amber warning will be issued, their bin will not be emptied and an engagement officer will visit the property to provide face to face advice and issue an advice letter.
- Were this to happen a third time, a red warning will be issued, the bin will not be emptied and the engagement and enforcement officer will issue a statutory notice under Section 46 of the Environmental Protection Act. Subsequent breaches of this notice will carry a Fixed Penalty Notice

Information on this scheme will also be available via website etc.

## 10 Involvement

How will people be advised of the changes and of the FEIA?

As stated in previous sections, a wide communications campaign across the whole of Newport (including use of social media but also adverts in different media and distribution of leaflets etc. to all residents) will start ahead of the changes and will continue during roll out, also coupled with the engagement and enforcement officers being in place for a period of 2 years. This will provide the chance for all residents to get information on the specific changes but also provide the opportunity for information on how to correctly recycle etc. to be provided on an individual basis.

More specifically, the FEIA will be attached to the main Cabinet Member report which will be a public document available on the Council’s website. Information made available to scrutiny committees is also publicly available.

## 11 Summary of Impact (for inclusion in any report)

**Equality Act 2010 AND Welsh Language**

Most of the protected groups will not be affected by the proposed changes; however, it's been identified that people with restricted mobility may benefit from having smaller, lighter residual bins. Potential negative impacts on families with children and people with health problem, who generate extra waste (nappies, hygiene waste) will be counteracted by the Council continuing with its policy of allowing extra capacity to residents who meet the policy's requirements.

There is a general positive impact on all residents due to the increase in HRWC facilities; this will especially favour those who reside on the Eastern part of the city.

**Wellbeing of Future Generations (Wales) Act 2015**

The proposal will enable the Council to have a proper strategy in place that will map out a sustainable way to increase recycling performance. This is linked with other essential aspects of the waste hierarchy and will ensure the viability of activities linked to reuse projects or work with community groups already under way, contributing to healthier, more prosperous and resilient communities. By generating local employment and favouring circular economy will also contribute to a more prosperous Wales.